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U.S. ARMY WAR COLLEGE
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INSIDE THIS ISSUE

- **International Fellows Strategic Crisis Negotiation Exercise**
- **The Military and the Private Sector's Partnership in Disaster Response**
- **USAFRICOM Component Strategic Communication Conference**
- **2009 Joint National Emergency Preparedness Liaison Officer Workshop**

INTERNATIONAL FELLOWS STRATEGIC CRISIS NEGOTIATION EXERCISE 2009

By Ritchie Dion

Operations and Gaming Division

The Center for Strategic Leadership conducted the eighth annual *International Fellows Strategic Crisis Negotiation Exercise* on 5 and 6 February 2009. This exercise is part of the core curriculum for the International Fellows of the U.S. Army War College.

Overseen by Ambassador Cynthia Efird, the Deputy Commandant for International Affairs, the event is a scenario-driven negotiation exercise focused on the process of conflict resolution. The purpose of this event is to expose the students to the process of high-level international negotiations. As part of that purpose, the exercise is designed to put the International Fellows through as many types and levels of negotiations as possible while under significant pressure all within a limited span of time. The experience is not unlike the real life experience of the negotiators for the Dayton Accords which ended the war in the former Yugoslavia. However, unlike Dayton, the students are not expected to be able to reach a solution. Rather the learning comes from working through and coming away with a familiarity of the process.

Set in 2018, the exercise focused on negotiations aimed at resolving an unstable situation in the Caucasus region. The forty-two students were divided into seven teams representing negotiation teams of their assigned nations. Six former United States Ambassadors and two war college professors served as mentors for the student teams, and a retired

U.S. Ambassador played the role of the UN Secretary-General's Special Representative to the region. As subject matter experts in the art of negotiation and the region, the mentors advised the students on the politics, militaries, economies, and cultures of the regional actors, as well as on possible negotiation strategies and approaches they might employ. The mentors were essential in helping the students comprehend the complex the issues inherent to the conflict. Members of the CSL staff comprised a control group that managed the exercise.

The teams had to formulate and implement strategies to negotiate with the other nations and a non-nation-state entity within the region as well as with those nations outside the region with paramount regional interests. The objective was to resolve an enduring and complex "frozen" conflict set to reignite if the negotiations should fail. The exercise began with a set of scheduled bilateral negotiation sessions between the various nations. This was followed by a myriad of negotiation sessions conducted under a tight timeline that carried the negotiations through into the afternoon of the second day. After almost two days of tough negotiations, the exercise culminated in a Ministerial Meeting chaired by the UN Special Representative to the region.

The exercise concluded with an After Action Review. The students along with their mentors provided key insights on the preparations for, execution of, and follow up on the negotiations. Overall comments from the students and other participants indicated that the exercise was very beneficial in both the teaching and the practice of the science of negotiation, diplomacy and strategic decision making.

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THE MILITARY AND THE PRIVATE SECTOR'S PARTNERSHIP IN DISASTER RESPONSE

By Professor Bert B. Tussing

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The role of the military in support of civil authorities in disaster response and recovery is a subject frequently discussed in homeland security and emergency management circles. The role of the private sector in supporting those ends is not as universally appreciated—but lessons from Hurricane Katrina and events that have followed leave little question of its importance, and its potential. But what potential could be realized by combining the capabilities of these entities? What greater synergies could be realized in responding to natural—or even man-made disasters—if the strengths of these bodies could be brought together?

From 24-26 February 2009, these questions were examined in a “limited objective experiment” conducted by the U.S. Northern Command (USNORTHCOM), in support of the Department of Defense’s (DoD’s) Homeland Defense and Civil Support Joint Operating Concept. Bringing together subject matter experts from across the private sector, academia, the Department of Homeland Security (DHS), and DoD, the experiment organizers sought to gain insights into how the future Joint Force Commander and the private sector might best coordinate their strengths in planning, preparing for and executing civil support missions. Participants universally acknowledged that, like the military, private sector organizations—profit or non-profit, non-governmental and/or private volunteer organizations—would be in support of civil government response. The focus of the experiment, therefore, was to examine opportunities for cooperation and coordination between the military and the private sector as partners in that support.

The experiment was designed to achieve three objectives:

- To gain insights into private sector motivations, organization, systems and processes that would help to synchronize, integrate, and prioritize Joint Force planning and preparations for future operations
- To identify how the private sector and the military might partner in preparation, response, and transition activities following natural or man-made disasters, and
- To explore what improvements, if any, to civil support mission accomplishment might result if DoD were to enable private industry and non-governmental organizations in mitigating effects of natural and man-made disasters

In pursuit of these objectives, the experiment’s analysis team drew its data from multiple venues. It began with a literature search devoted to a historic examination of the issue and appraisal current cooperative mechanisms devoted to achieving the envisioned partnership. The experiment then proceeded with a pre-event survey of the participants, to capture their current perspective of the issues. The “on-site” experiment began with a series of briefs, including a panel presentation and ensuing discussion that featured representatives from the DoD, DHS, and the private sector. The purpose of this panel was to explore current issues from the unique perspective of the panelists and to allow for questioning and expanding upon those perspectives by the expert audience assembled. The next segment of the experiment was devoted to workshops designed to gain insights into the participants’ perspectives on how they saw their organizations employed and interacting in public-private partnership response. These perspectives were framed first in terms of current conditions, and then in terms of “what could be,” given improvements in collaboration among the stakeholders. To increase the depth and breadth of the analysis, the workshop groups framed their discussion against four different scenarios: one allowing for significant preparations (a major hurricane); a sudden, no-

notice disaster (an earthquake); a large scale event that would likely exceed first responder and local private sector capabilities (a “dirty bomb”); and an event that deliberately stresses both military and private sector availability (pandemic influenza). Throughout this segment, participants were tasked in identifying options to strengthen a combined response, assess those options against the context settings, and to explore means of improvement.

Having concluded that segment of the event, the experiment’s organizers continued their analysis by charging the workshop participants to “red team” their own solutions. Considering all phases of activities surrounding disasters response—planning, preparation, response and transition—the forum’s participants were tasked with trying to identify unintended consequences of their solution sets, and postulating what might be done to avoid those negative ends.

Two final opportunities for analysis were inserted in the experiment’s design by the organizers. First was another expert panel discussion focused on exploring future individual and partnered capacities for planning and executing disaster response and recovery operations. Lastly, in a final attempt to gather future-oriented perspectives, the event’s participants were enjoined to complete a post-event survey.

Throughout all segments of the experiment, analysis was designed to explore internal and external considerations surrounding the private sector and public sector that either enhanced or hindered the partnerships envisioned in the event. Among these were the motivations of the separate entities, their relationships, and their resources. Also examined were processes, methods, systems and activities currently and potentially available for the combined response of the groups under study in the event. Analysts designed the “play” of the scenarios and surrounding discussions to highlight opportunities or impediments, to suggest known “success stories” that could be applied to the

examination, and to forecast second and third order effects. In short, an aggressive examination of the issues at the event was foreshadowed and empowered by extraordinary preparations ahead of time, and meticulous facilitation on site.

This event was the latest in a series of limited objective experiments conducted by USNORTHCOM, designed to validate and refine the current Homeland Defense and Civil Support Joint Operating Concept. The final report on the experiment will be available in June. Issue papers on previous experiments hosted in support of USNORTHCOM by the United States Army War College may be accessed at www.csl.army.mil/Publications/IssuePapers.aspx. Questions about these experiments and future plans for the continuing series may be addressed to Professor Bert Tussing, at bert.tussing@us.army.mil.

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USAFRICOM COMPONENT STRATEGIC COMMUNICATION CONFERENCE

*By Professor Dennis Murphy
Director, Information in Warfare Group*

Professor Dennis Murphy was the guest speaker at the U.S. African Command (USAFRICOM) Component Strategic Communication Conference in Stuttgart, Germany on 18 February 2009. Attendees included the staff of the Director of Outreach, Partnership and Strategic Communication and all USAFRICOM service component representatives as well as representatives from JTF-Horn of Africa (HOA). The USAFRICOM staff is organized functionally (as opposed to the J-STAFF concept) and is uniquely manned with a significant interagency and civilian presence. The Director of Outreach, Partnership and Strategic Communication is Mr. Paul Saxton, a senior Foreign Service Officer and career public diplomacy officer at the two star equivalent level. The deputy combatant commander is Ambassador Mary C. Yates. USAFRICOM has devel-

oped strategic communication guidance and other products and their strategic communication processes are evolving rapidly.

With the exception of JTF-HOA, the component commands of USAFRICOM are in the very beginning stages of standing up their commands and incorporating the combatant command guidance on strategic communication. This conference was the attempt to jump start the process. The conference effectively answered the question "what is strategic communication" for participants. JTF-HOA has been doing this kind of work for some time now with some successes and provided valuable input to other component representatives.

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2009 JOINT NATIONAL EMERGENCY PREPAREDNESS LIAISON OFFICER WORKSHOP

By LTC Janice E. King

Deputy Director, Homeland Defense and Security Issues Group

Every year the United States Army War College's Center for Strategic Leadership conducts a *Reserve Component Symposium* focusing on issues of concern to the Service Reserve elements and the National Guard as vital components of the nation's armed forces. Since Academic Year 2000, the lion's share of these forums has been devoted to the Reserve Component's role in Defense Support of Civil Authorities (DSCA). Whether responding to natural disasters, catastrophic accidents, or destruction that has occurred as a result of a deliberate attack, military assistance in response and recovery has most often been an essential element of federal, state and local operations.

Over time, the Emergency Preparedness Liaison Officers (EPLOs) program has proven to be an integral and vital part of the military's response. These knowledgeable representatives from all branches of the military's reserves—Army, Navy, Air Force, Marine and Corps

Coast Guard—serve as a primary interface between the Services and cognizant civil authorities at every level of government. Across the spectrum of preparedness—from prevention to protection to response and recovery—the EPLO is key player in advice and coordination surrounding the uniformed effort.

From 15-17 March 2009, a representative of CSL's Homeland Defense and Security Issues group attended the *2009 National Joint EPLO Workshop*, hosted by the United States Navy and sponsored by the Office of the Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs. Convened in Lake Las Vegas, Nevada, this iteration of the annual workshop was entitled, *Partners in Preparedness*. As in past events, the event was dedicated to fostering educational initiatives surrounding the EPLO program, reinforcing core competencies, and promoting unity of effort through networking and sharing of best practices and lessons learned within and throughout the EPLO community. Over 680 participants were on hand for this year's event, including EPLOs from across the nation, subject matter experts from the emergency management field, state and local government officials, USNORTHCOM and the Office of the Secretary of Defense.

A formidable series of guest speakers set the tone and challenge for the event. First among the dignitaries was Lieutenant General H. Steven Blum, Deputy Commander, USNORTHCOM, and former Chief of the National Guard Bureau. From his current and former perspectives, the General was perhaps uniquely qualified in assessing the importance of the EPLOs, which he described as quintessential "sensors" in understanding capabilities and requirements throughout their respective regions and states. Sounding a common theme of praise for the record highs in operational experience and expertise of the EPLO community, General Blum nevertheless laid out a message of urgency for increased and enhanced coordination between the program and the rest of the military's response and recovery

resources and processes. The General's message centered on a requirement for "jointness," calling for: programs aimed at joint training, joint capability reviews, joint qualification and standardization, joint operational oversight at combatant commands, and joint exercises.

In the next address, Mr. Peter Verga, Acting Assistant Secretary of Defense for Homeland Defense and Americas' Security Affairs, joined LTG Blum's call for greater standardization and enhanced "jointness." Moreover, Mr. Verga intimated that the budgetary and priority challenges being forecast by the new Administration will almost certainly drive the EPLO program, by necessity and design, to new levels of joint interaction. In Mr. Verga's new post in the Office of the Undersecretary of Defense for Policy, these factors will be displayed poignantly in the next Quadrennial Defense Review.

No greater perspective of the importance of the military's role in civil support can be offered than the one viewed through the eyes of a state's governor. At the conference, that perspective was provided by the Honorable Jim Gibbons, Governor of Nevada. In his presentation to the assemblage, the Governor lauded the current and ongoing efforts of the Department of Defense (DoD) in civil

support and labeled it as no less than "key" to success in planning, preparations, response and recovery activities surrounding disasters. He had particular misgivings about those who accuse the administration of spending too much time and resources on preparedness. Likening this thinking to combat, the former Desert Storm pilot reminded the audience, "When the dying stops, the public forgets all that DoD did, and continues to do."

Last among the featured dignitaries speaking at the symposium was Major General Richard Rowe, offering the unique perspectives of the Commander, Joint Force Headquarters, National Capital Region. From that point, the workshop moved to a series of panel discussions focused on key civil support operations executed by the military in 2008: the 2008 wildfire season, the 2008 hurricane season, and preparations for the most important National Special Security Event (NSSE) of 2009, the Presidential Inauguration. A fourth, culminating panel provided an update on current policies, plans and programs directly impacting defense support of civil authorities.

In addition to the panels, a total of 10 individual topic breakout sessions were offered for the participants. Session topics included:

- National Exercises
- Search and Rescue Operations
- Earthquake Preparedness & Response
- Incident Awareness and Assessment
- Task Forces for Emergency Readiness
- Evacuation Operations
- CBRNE Consequence Management
- NORTHCOM's Theater Campaign Plan
- The Integrated Planning System
- The Coast Guard & the 2008 Hurricanes

Presentations from the panel and topic discussions are available at http://www.defenselink.mil/policy/sections/policy_offices/hd/conferences/index.html

In July of 2009, the Center for Strategic Leadership will host the next in its aforementioned Reserve Component Symposium series, which will continue to examine means of gaining greater synergies between the EPLO Program and other DoD programs devoted to preparing for and responding to crises. Building upon the important messages and lessons from the Nevada workshop, the Center will continue its commitment to discerning the most effective and efficient means of employing the military's active and reserve component in support of civil authorities.

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This publication and other CSL publications can be found online at <http://www.csl.army.mil>.

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